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# Managing The Nation's Public Lands

**Annual Report of the Bureau of Land Management**

**Fiscal Year 1994**

**U.S. Department of the Interior**
**Bureau of Land Management**

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# MANAGING THE NATION'S PUBLIC LANDS

## Fiscal Year 1994

**ANNUAL REPORT OF THE DEPARTMENT OF THE INTERIOR'S BUREAU OF LAND MANAGEMENT**

# MANAGING THE NATION'S PUBLIC LANDS

## Fiscal Year 1994

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# THE MISSION OF THE U.S. DEPARTMENT OF THE INTERIOR

As the Nation's principal conservation agency, the U.S. Department of the Interior has responsibility over most of our nationally owned public lands and natural resources. The Department promotes the health and productivity of the land and water, protects fish and wildlife habitats, and preserves the environmental and cultural values of our National Parks and historic places.

The Interior Department also assesses our mineral resources and works to ensure that their development is in the best interest of all the people.

In addition, the Department has a major responsibility for American Indian reservation communities and for people who live in the Island Territories under United States administration.

After many years of discussing a "Home Department," Congress decided in 1849 that creation of a Department of the Interior had become necessary to administer the vastly expanded land holdings acquired by the Federal Government. The expansion came through the Louisiana Purchase of 1803, the Mexican War of 1846-1848, and the 1846 treaty with Great Britain by which the United States acquired the Oregon Territory. In addition to the General Land Office (GLO), custodian of these lands, the new Interior Department was given functional responsibility for the Office of Indian Affairs, Pension Office, Patent Office, and several small agencies, including the Census of the United States.

Since that time, other duties have been added and spun off, and the Department of the Interior's role has changed from that of a general housekeeper for the Federal Government to that of custodian of its natural resources.

The Department manages more than 440 million acres of Federal lands, including some 360 National Parks, about 500 wildlife refuges, and vast areas of public lands open to multiple uses. The Interior Department's agencies are the National Park Service, the U.S. Fish and Wildlife Service, the Bureau of Land Management, the Minerals Management Service, the Office of Surface Mining Reclamation and Enforcement, the U.S. Geological Survey, the Bureau of Reclamation, and the Bureau of Indian Affairs.

# THE MISSION OF THE BUREAU OF LAND MANAGEMENT

The mission of the Bureau of Land Management is to sustain the health and productivity of the public lands for the use and enjoyment of present and future generations of Americans.

The BLM carries out its mission under numerous land-management and natural resource laws, the most comprehensive of which is the Federal Land Policy and Management Act of 1976 (FLPMA). All Bureau policies, procedures, and management actions must be consistent with FLPMA and the other laws that govern the use of the public lands.

The BLM works to:

- Provide for a wide variety of public land uses while ensuring the long-term health and productivity of the land, as well as protecting significant natural, cultural, and historical resources;

- Use the best scientific and technical information available in order to make sound land-management decisions;

- Make decisions in collaboration with other Federal agencies, States, tribal governments, and the public;

- Understand the needs of rural and urban Americans and provide them with quality customer service;

- Recruit and retain a skilled and diverse workforce;

- Define and achieve objectives through the efficient management of financial, human, and information resources;

- Manage land records and other spatial data efficiently and effectively; and

- Ensure a fair return to taxpayers for the use of publicly owned resources.

## BRIEF HISTORY OF THE BLM

The Bureau of Land Management, an agency within the U.S. Department of the Interior, manages what remains of America's original 1.8 billion-acre "public domain." The BLM, which was created in 1946 during a government reorganization, is a successor to two former Federal agencies -- the General Land Office and the U.S. Grazing Service. As historian E. Louise Peffer has noted, the BLM's creation opened a new chapter in the history of U.S. public land administration.

## THE BLM'S ORGANIZATION

With an annual budget of more than $1.1 billion, the BLM employs about 11,000 permanent and seasonal or temporary workers. The Bureau, which is headquartered in Washington, D.C., has 12 State Offices and nearly 200 field offices. The BLM also oversees the National Interagency Fire Center in Boise, Idaho; the National Business Center, the National Human Resources Management Center, and the National Applied Resource Sciences Center, all in Denver, Colorado; and the National Training Center in Phoenix, Arizona.

## DIRECTOR'S MESSAGE

As Acting Director of the BLM, I am pleased to report that our agency made significant progress in 1994 as we worked to achieve our top-priority goals. Those goals, which were forth in our September 1994 document "Blueprint For the Future," are to:

- Restore or maintain the health and productivity of the land;
- Improve service to current and future customers;
- Improve the way we do business;
- Promote collaborative decisionmaking; and
- Recruit and retain a skilled and diverse workforce.

Our accomplishments in 1994, which are detailed in this report, included the BLM's first-ever Bureauwide Summit of our agency's managers, which resulted in our "Blueprint For the Future." The Summit also showcased successful land management projects from every BLM State Office.

In the financial area, the BLM began simplifying its budget process, saving both time and money. The Bureau also targeted funds where they were needed most.

We also reorganized our Washington Headquarters Office into teams that deal directly with particular work procedures or provide services to specific groups of customers. The Bureau also improved service to its customers by gathering information on the needs of those customers. As a result of these and many other achievements, the BLM was acknowledged by Vice President Gore as a leader in implementing the "reinventing government" initiative, formally known as National Performance Review.

The BLM achieved a great deal in 1994, but we know we have much more to do. As our agency presses forward, we are keeping our priorities straight. Above all else, the BLM must restore or maintain the health and productivity of the land. We intend to do just that -- for the sake of current and future generations of Americans.

Mike Dombeck
Acting Director
Bureau of Land Management

## INTRODUCTION: THE CHALLENGES FACING THE BLM

The American West is changing as a growing and increasingly urban population places new demands on the natural resources of this vast region. These demands are coming at a time when the public is more concerned than ever about the health of waterways, grasslands, and forests; when Congress is passing new laws affecting natural resource agencies; when land managers need greater knowledge of how to manage natural resources on a sustainable basis; and when computer technology offers the BLM an opportunity to do its job more effectively and efficiently. These changes are challenging the BLM to:

- Become more aware of the status, trends, and overall health of the public lands;
- Work with new groups of people who use or care about the public lands while reinforcing our relationships with traditional land users;
- Help local communities anticipate and adjust to changing environmental, social, and economic conditions;
- Work across larger geographic areas and seek longer-term gains in land health and productivity;
- Identify and protect significant natural, historical and cultural resources on the public lands;
- Refine our knowledge of the impact of multiple uses on the public lands while improving our management of those uses;
- Delegate more authority to field managers, measure their performance, and hold them accountable for results;
- Use our financial and human resources more effectively and efficiently;
- And expand the skill mix of the BLM's workforce while ensuring that employees may enhance their skills as they help the agency accomplish its mission.

To deal with these various challenges, the BLM is managing resources on a "Big Picture" or landscape scale; responding to the demands of new public land users while still addressing the needs of traditional user groups; recognizing the importance of conserving significant natural and cultural resources; using more open decisionmaking procedures; and streamlining and modernizing administrative processes. To date, many of these changes have occurred at the field level through collaborative efforts with other agencies, local landowners, and other parties.

In order to share and build on this field experience, the BLM convened in April 1994 its first-ever Bureauwide Summit, a meeting of all BLM managers and more than 100 people from outside organizations. Five overarching goals, listed in the "Director's Message" on page 5, emerged from the week-long meeting. These goals are guiding the BLM as it moves toward the 21st century.

## RECREATION

Administering a 1994 budget of $25 million, the BLM's recreation program implemented a range of strategies under *Recreation 2000-Update* that promoted local economic growth and resource sensitive recreation that gave millions of Americans a chance to enjoy their public lands. *Recreation 2000-Update* is a long-range initiative designed to provide the widest possible array of recreational opportunities on BLM-administered public lands.

The BLM's recreation planners made visitor services a high priority for 1994, as increased public use has required the development of larger, more specialized facilities. The public is also demanding more information on recreational opportunities. In response, the BLM is improving interpretive methods and enhancing visitor services to raise public awareness about public land resources. Specific interpretive tools include trained interpreters, visitor centers, signs, and publications.

The Bureau was able to stretch its $25,889,000 recreation appropriation through Partnership Matching Funds, as private partners supplied $9.7 million to match the $1.2 million contributed by the BLM. The BLM set aside $525,000 to further develop the volunteer program in 1994, when more than 9,000 volunteers contributed nearly 532,000 hours to BLM projects, resulting in a cost savings of $5.8 million. The Bureau earmarked another $900,000 for its challenge-cost share initiative, which affects more than 100 recreation projects.

### Interpretation

The BLM's interpretive program is designed to serve visitors and the land's resources. The program involves many diverse interpretive aids, such as waysides, brochures, videos, self-guided tours, and visitor information centers.

In 1994, the BLM assigned a person in each State Office to work with the national coordinator for implementing the BLM's interpretive program. The agency expanded its partnership with Cooperative Associations, opening new outlets in California and New Mexico. The Bureau also entered into a partnership with the Forest Service, the National Park Service, and Colorado's State parks to coordinate interagency training in interpretation. In 1994, the BLM exhibited its interpretive program at the National Association for Interpretation Workshop in Washington, D.C.

### Accessibility

The BLM continued its accessibility initiative in 1994 through the activities of the Accessibility Guide Team, which produced a 23-minute disability/accessibility awareness videotape. The videotape, distributed to the BLM's State Offices, District Offices, and Resource Area Offices, serves as a staff training tool and resource guide.

In October 1994, the BLM sponsored a week-long accessibility training course for 60 managers and key field staff to further develop the accessibility program. (The National Center on Accessibility conducted the training.) Also in 1994, the BLM began the process of creating a full-time national position to coordinate the Bureau's accessibility program. The national accessibility coordinator will help develop policy, guidelines, and training that will further the aims of the program.

## Recreational Partnerships

The BLM continued in 1994 to form new and expand existing recreational partnerships with other government agencies and the private sector. These partnerships help the BLM promote recreational opportunities while educating public land users about their stewardship responsibilities.

The Bureau and several other partners carry out the *Leave No Trace* program, which promotes minimum-impact environmental standards and establishes a network of teachers across the country. Among other things in FY 1994, the BLM coordinated an interagency *Leave No Trace* presentation at the National Boy Scout Order of the Arrow Conference at Purdue University, which involved 6,500 Boy Scouts and their leaders. (The Bureau's *Leave No Trace* partners are the National Outdoor Leadership School, the National Park Service, the U.S. Fish and Wildlife Service, the Bureau of Reclamation, and the Forest Service.)

For its partnership role in the *Tread Lightly!* program, the BLM developed a new brochure titled "A Bridge To Your Future," as well as coordinated the National *Tread Lightly!* Conference held in Lutsen, Minnesota.

The Bureau, which is a member of the National Fishing Week Steering Committee, helped coordinate the national-level Fishing Week event in Washington, D.C., in June 1994. In the field, BLM State Offices held National Fishing Week events that involved thousands of children and their parents, along with many communities and businesses.

The Bureau continues to work with the caving industry to complete an inventory of caves on BLM-managed lands. In FY 1994, the agency carried out the first round of cave nominations, as required under the National Cave Resources Act of 1988.

## Travel and Tourism

In FY 1994, the BLM enhanced economic opportunities for local communities through travel and tourism, a priority under *Recreation 2000-Update*. Travel and tourism generates over $350 billion a year in the United States, with six million people directly employed in businesses related to the travel and tourism industry. BLM-managed public lands attract many international travelers, who spend about $30 billion annually in the United States.

The Bureau is working to improve adventure travel opportunities, such as white water rafting, guided tours, and wilderness vacations, in order to stimulate local economies. Similarly, the BLM is enhancing opportunities for mountain biking, rock climbing, off-highway vehicle use, and caving. Toward this end, the agency is improving access, marking trail heads, and improving signs on highways and roads. The BLM is also developing and improving recreation facilities, such as campgrounds, trails, and boat-launch areas, which provide both high-quality recreation and support local tourist-related businesses.

In addition, the BLM provides timely information to visitors. The agency is working with firms and organizations that produce general and specialized recreation publications to inform and direct visitors to appropriate recreation areas and facilities. The BLM also supports specialized facilities, such as visitor centers, museums, and ranger stations, which are designed to attract visitors to local communities.

## Back Country Byways

The BLM manages over 63 Back Country Byways (roads and trails) covering 3,140 miles that are selected for their scenic, historic, cultural, or recreational values. These byways provide opportunities for scenic driving, help explain the BLM's land-management mission, and strengthen rural economies by stimulating tourism. In 1994, BLM designed three new byways: Parker Dam Road in Yuma, Arizona; Lovelock Cave in Winnemucca, Nevada; and Guadalupe in Roswell, New Mexico. The Back Country Byways program has three national sponsors: the American Recreation Coalition, the Farmers Group of Insurance Companies, and American Isuzu Motor Company.

## Rivers

The BLM manages 32 Wild and Scenic Rivers whose total length extends more than 2,000 miles. These 32 rivers comprise one-fifth of all the rivers in the National Wild and Scenic Rivers System. In 1994, the BLM co-sponsored several national river management meetings, including Confluence 1993-1994 and the Idaho Rivers Symposium. The Bureau also produced a brochure titled "America's Treasures," which told aquatic enthusiasts about the rivers and lakes managed by the BLM.

## Hiking and Mountain Biking

In 1994, the BLM continued to inventory, map, sign, and maintain trails. The agency's actions will ultimately result in a system of trails and bikeways throughout the Western States that are suitable for both special and general use.

The BLM's leadership in mountain biking management is evidenced by its development of trails, staging areas, and associated facilities. In 1994, the Bureau, with help from its partners, responded to the growing use of public land facilities at Moab, Utah, an internationally known biking location. This collaborative effort led to the completion of several projects, including the installation of waste-management areas and the graveling of a parking and staging area.

The BLM and the Shimano American Corporation, the world's largest manufacturer of bicycle components, signed a national Memorandum of Understanding that led to the co-sponsoring of three "Partners in Conservation" events. These events, held in Oregon, Colorado, and New Mexico, stressed rider ethics, skills, and volunteerism. Local community businesses and organizations, as well as hundreds of volunteers and participants, attended each event.

The BLM cooperated with American Trails and several Federal agencies in co-hosting the 12th National Trails Symposium in Anchorage, Alaska. The symposium, which included workshops, lectures, and field trips, focused on trail management issues. The Bureau, joined by the American Hiking Society and other partners, also co-sponsored some 50 National Trails Day events across the West.

## Off-Highway Vehicles

In its management of Off-Highway Vehicles (OHV), the BLM focuses on vehicle use of trails, operation of special OHV recreation areas, and improving OHV user safety and land ethics. The Bureau was the first Federal agency to negotiate a partnership with the OHV industry, which resulted in safety and outdoor ethics training for All-Terrain Vehicle (ATV) users.

The BLM continued its environmental education efforts through *Tread Lightly!*, which teaches young OHV riders about environmentally sound riding practices that reduce noise and resource damage. The BLM also promoted safe, responsible motorcycle and ATV use by producing a poster in cooperation with the Forest Service, the Motorcycle Industry Council, and the Specialty Vehicle Institute of America.

## FISH AND WILDLIFE HABITAT MANAGEMENT

The Bureau protects, manages, and improves fish and wildlife habitats located on the 270 million acres of BLM-managed lands. This includes the management of subsistence hunting on 70 million acres of public lands in Alaska.

The BLM manages more fish and wildlife habitat than any other government agency in the nation. These habitats include wetlands, riparian areas, hot Southwest deserts, and Alaska tundra. Since 1987, the Bureau's *Fish and Wildlife 2000* strategy has guided the BLM's management of the 3,000-plus species of vertebrates found on the public lands. Through this strategy, the BLM promotes the recovery of threatened and endangered species, enhances fishing and hunting activities, and enters into partnerships with private organizations, businesses, and various government agencies. Using this approach, the Bureau is steadily shifting away from single-species management toward "Big Picture" or landscape management that will benefit all species.

In 1994, the BLM broadened the scope of species to which it is giving special management attention. The agency, while continuing to focus on traditional game species, also directed its management efforts toward neotropical migratory birds, bats, reptiles, amphibians, and native plants.

### Partnerships and Challenge Cost Sharing

The BLM works with States and private partners through its Challenge Cost Share (CCS) program. In 1994, CCS partners invested $4.8 million in funds or in-kind services to improve fish and wildlife habitats on the public lands. Partners also contributed $3.4 million in funds or in-kind services to improve habitats of special-status species. The CCS program has effectively increased the dollars available to the BLM for fish and wildlife management by about 20 percent over the amounts appropriated by Congress.

In FY 1994, the BLM began to integrate fish and wildlife planning goals with its "Big Picture" approach to land management. As an example, the BLM replaced Habitat Management Plans with the newer Coordinated Resource Management Plans, which consider all resources from an interdisciplinary, ecosystem-based perspective.

The BLM also participated in interagency conservation programs, such as "Seeking Common Ground," which seeks to resolve livestock-big game conflicts on winter ranges, and "Watchable Wildlife," which deals with wildlife viewing and environmental education.

### Habitat Management For Fish and Wildlife

In working to improve fish and wildlife habitats, the BLM carried out habitat evaluations (inventory and monitoring) on 37 million acres of terrestrial wildlife upland habitats, and on 2,050 miles of streams and rivers containing fish.

The Bureau completed fish-related inventories on 194,000 acres of lakes and ponds and surrounding lands that influence these waters. The BLM also initiated management to improve fisheries resources on 9.4 million acres of upland habitats and on 2,500 acres of lakes, ponds, and surrounding lands.

In addition, the BLM applied or prescribed new management to improve fish habitat on 270 miles of streams. In 1994, the Bureau maintained 1,270 projects that benefited terrestrial species, improved 1,250,000 acres of habitat, and inventoried 3.5 million acres of habitat.

### Threatened and Endangered Species

In consultation with the U.S. Fish and Wildlife Service, the BLM works to prevent the need to list rare, sensitive, and candidate plant and animal species. The Bureau also takes actions to protect and recover species listed as threatened or endangered under the Endangered Species Act. The number of threatened and endangered (T&E) species -- known as "special-status species" -- is increasing. The BLM's latest count on 20 million acres of public lands found 1,500 special-status species, of which 1,285 were proposed or candidates for listing. Another 215 were on the threatened or endangered list.

Threatened and endangered species that primarily use BLM lands include the black-footed ferret and the desert tortoise. Other species heavily dependent on BLM lands include the Northern spotted owl and the Columbia River salmon in the Pacific Northwest. The most at-risk taxonomic group of animals on BLM public lands are bats. Nineteen of 32 bat species using BLM-managed lands are either candidate or endangered species. In FY 1994, the BLM took the lead in protecting bats on Federal lands by issuing guidelines on abandoned mine reclamation and recreational use of caves. The Bureau also undertook an extensive education program with the support of Bat Conservation International.

The BLM has also been involved in developing an interagency program, known as "Celebrating Wildflowers," that seeks to conserve rare plants and natural plant communities. In addition, the Bureau continued working with Partners In Flight, an effort to conserve neotropical migratory birds, and with Bring Back The Natives, which is aimed at restoring native fishes. To help prevent the need to list more species as threatened or endangered, the BLM evaluated 10 million acres of T&E habitat, restored 690 acres of such habitat, and prepared 63 conservation assessments.

## WILD HORSE AND BURRO MANAGEMENT

More than 42,000 wild horses and burros roam the Western public lands managed by the BLM. The Bureau seeks to ensure a healthy, viable population of wild horses and burros within the limits of available public land resources. It does this by counting as accurately as possible the number of animals, determining the appropriate wild horse and burro population, adjusting populations to the appropriate size, and placing excess animals in the care of private individuals. In 1994, the BLM removed 7,868 excess wild horses and burros from the public lands and, through its Adopt-a-Horse Program, placed the animals into private care with qualified individuals. Since the inception of the Adopt-a-Horse Program in 1971, the Bureau has placed into private care about 130,500 wild horses and burros. To improve efficiency of the program, the BLM removes only the younger animals from the range and puts them up for adoption.

In June 1992, the BLM issued its *Strategic Plan for Management of Wild Horses and Burros on Public Lands*, which incorporated the recommendations of the re-established National Wild Horse and Burro Advisory Board. This strategy sets long-range management goals, including attaining appropriate herd levels, improving habitat management, and expanding the adoption program.

The *Strategic Plan* also calls for an evaluation of anti-fertility techniques that might reduce annual herd reproductive rates. In FY 1993, the BLM started a pilot anti-fertility treatment project in northwestern Nevada. The project demonstrated that the test vaccine would prevent reproduction, and the BLM continued to develop practical application of the treatment in 1994.

## FORESTRY

The BLM manages 50 million acres of forest land of enormous variety -- from the boreal forests of Alaska to Douglas fir in the Northwest, and from the forests of ponderosa and lodgepole pine in the Intermountain West to pinon pine in the Southwest.

### Sustaining Ecological and Social Systems

In the past, the BLM's management of forest lands tended to focus narrowly on "sustained yield" (which deals with timber harvesting outputs). The Bureau is now placing greater emphasis on sustaining ecological and social systems. Since forests provide valuable fish and wildlife habitat, recreational opportunities, and clean water, the BLM must manage forests in a manner that considers the needs of future generations of Americans. In practical terms, that means the BLM must manage wildland fire effectively and ensure that timber harvesting practices are consistent with forest health goals.

### The President's Forest Plan

In April 1993, President Clinton convened a conference to resolve forest management issues in the Pacific Northwest and northern California. Following the conference, a team of scientists and managers developed 10 management alternatives that addressed such issues as protecting threatened and endangered species of plants and animals, restoring and maintaining healthy ecosystems, and stabilizing the economy of the region.

President Clinton chose one of the options (Option 9), known as the President's Forest Plan, which calls for a sustainable timber supply that will allow timber harvesting on a scientifically credible, ecologically sound and legally defensible basis. The plan contains three segments: forest management, economic development and agency coordination. Although several groups filed lawsuits against the Forest Plan, a Federal court upheld its legality in December 1994.

## Forest Products

In FY 1994, the BLM sold 29 million board feet from public lands outside of western Oregon and 14 million board feet from public lands in western Oregon. The Bureau's concern for the spotted owl and Pacific anadromous fish led to reduced timber sale offerings in northern California and Oregon. The BLM focused on offering salvage timber killed or damaged by fire, insects, disease, and drought. Sales of products measurable in board feet generated $5.1 million in receipts, while the sale of about 40,000 permits for over 25 non-timber forest products generated $220,000.

## Forest Regeneration and Development

As a result of timber harvesting and the effects of fire, disease, and insect infestation, the BLM carried reforestation actions in 1994, including the planting of eight million trees on 16,078 acres. This supplements the thousands of acres that regenerate naturally each year.

The Bureau's reforestation efforts achieve a success rate of more than 90 percent, which is due to improvements in seedling production, as well as better handling and planting methods. Forest regeneration activities included site preparation (7,455 acres), maintenance of existing plantings (27,885 acres), stocking control (4.165 acres), and such practices as underburning and fertilization (2,521 acres).

## Global RELEAF Program

The Global RELEAF Heritage Forest program is sponsored by American Forests, an organization that provides opportunities to reforest and restore forest environments on BLM public lands. In 1994, Global RELEAF worked on projects along the Mattole River in California, the San Pedro River in Arizona, the Blackfoot River in Montana, and the Marys River in Nevada. The program also provided funds to reforest a burned area in Wyoming.

## RANGELAND RESOURCES

Congress has authorized grazing on Federal lands under three laws -- the Taylor Grazing Act of 1934, the Federal Land Policy and Management Act of 1976, and the Public Rangelands Improvement Act of 1978. The BLM administers grazing on 22,000 allotments comprising about 170 million acres of public rangeland, mostly in 11 Western States. In 1994, more than 19,000 permittees grazed livestock on BLM-managed lands. These ranchers typically use a mix of private, State, and public rangelands because of the West's patchwork pattern of land ownership. The importance of public lands in this mix is shown by the fact that about one-third of the beef cattle in 11 Western States graze at least part of the year on public rangelands.

The BLM manages livestock grazing on public lands under the principles of multiple-use and sustained yield. The agency emphasizes management of vegetation resources to restore or maintain rangeland health. Other significant management functions include rangeland monitoring, range use supervision, and the preparation and implementation of Allotment Management Plans (AMPs). Land Use Planning and AMPs are the primary instruments that the BLM is using to achieve the goals of its new Healthy Rangelands Strategy. The BLM and the Forest Service analyzed more than 22,000 pieces of public correspondence on a draft of strategy, the final version of which took effect in 1995.

In 1994, the BLM issued 22,000 livestock grazing leases or permits and about 28,000 grazing use authorizations while monitoring 4,189 allotments. In addition, the Bureau developed 528 rangeland improvement projects, maintained 852 improvement projects, wrote 153 Allotment Plans, completed ecological site inventory on 1,829,000 acres, and carried out weed control on 8,340 acres.

### Riparian Area Management

Riparian (streamside)-wetland areas comprise 23.1 million acres, or more than eight percent of the public land administered by the BLM. The Bureau works to protect these economically and environmentally valuable areas through its *Riparian-Wetland Initiative for the 1990's*. This program sets goals and strategies for the agency to upgrade the ecological condition of riparian-wetlands areas. The principal objective of the initiative is to get at least 75 percent of these areas into "proper functioning condition" by 1997.

The BLM seeks to restore streamside areas, which can affect the health of entire watersheds. The agency does this by assessing the functioning condition of riparian areas to determine what actions it needs to take. Another key goal of the *Riparian-Wetland Initiative for the 1990's* is raising public awareness about the benefits of restoring riparian areas to proper functioning condition.

In 1994, the BLM assessed the functioning condition of 5,360 miles and 143,260 acres of riparian areas. The Bureau implemented 645 new riparian-wetland projects and maintained 698 existing projects while acquiring 24,534 acres of riparian-wetlands through purchase, land exchange, or donation. The BLM also managed 100 riparian areas through various State and private partnerships. One notable example of an effective partnership was the Trout Creek Working Group of Oregon, which received the Director's Riparian Stewardship Award.

## SOIL, WATER, AND AIR

Through its Soil, Water, and Air program, the BLM prepares watershed analyses; gathers soil, water, and air data; interprets soil survey information; and undertakes related actions in order to make sound land-management decisions. Among other things, the BLM maintains a water rights data base and installs structures that improve water quality, control flooding, and reduce sediment damage.

In 1994, the BLM filed 3,050 water rights applications with State agencies, carried out 325 watershed improvement projects, conducted 143 instream flow studies, and completed soil surveys on 970 acres.

## LANDS AND REALTY MANAGEMENT

The BLM provides realty and other services associated with land transactions or land-use authorizations. This includes providing access to the public lands; granting rights-of-way or special permits for use of the public lands; exchanging lands; and leasing, selling, or buying land parcels.

The Bureau also maintains records for all land owned by the United States, conducts appraisals, and provides title and other information services to the public. The BLM is automating millions of public land records for easier retrieval and use.

### Special Uses of the Public Lands

The BLM requires land-use authorizations or permits for some uses of the public lands. The Bureau grants land-use permits for such projects as filming and conducting research; it also leases the public lands for special purposes, such as agricultural production.

### Recreation and Public Purposes

The Recreation and Public Purposes (R&PP) Act authorizes the BLM to offer land -- either for sale or lease -- to State and local governments or to non-profit groups at a reduced price. This land must be used for public purposes, such as for schools, hospitals, parks, or, in the case of non-profit groups, for churches or other community-related activities. In FY 1994, the BLM granted 100 R&PP leases.

### Land Sales

The Federal Land Policy and Management Act of 1976 authorizes the BLM to sell land to individuals and public entities at fair market value after it determines that the land is available for disposal. In FY 1994, the BLM offered 3,307 acres for sale at fair market value.

### Rights-of-Way

With the granting of rights-of-way, individuals and State and local governments may obtain authorizations to use the public lands for certain single uses. In FY 1994, the BLM authorized 2,751 new rights-of-way for such facilities as water and natural gas pipelines, electric transmission lines, roads, telephone lines, communication sites for radio or other broadcast facilities, hydropower facilities, and drainage ditches.

The Trans-Alaska Pipeline System (TAPS) crosses 800 miles of Federal and State lands in Alaska under a right-of-way grant. The BLM, other Federal agencies, and the State of Alaska formed the Joint Federal/State Pipeline Office (JPO) in 1990. The Bureau continues to act as the lead Federal agency in monitoring pipeline activities to make sure they comply with the conditions of the right-of-way grant and lease, permit terms and conditions, and applicable regulations. The JPO staff is also responsible for issuing permits necessary for the operation and maintenance of TAPS.

**Public Land Access**

The BLM provides access to public lands by acquiring easements on non-Federal lands for roads and trails. Access is provided to lands important to the Bureau's resource programs, such as wildlife habitat enhancement, timber management, energy and mineral production, and recreation. The access program has opened millions of acres of public lands that otherwise would have been inaccessible. The BLM acquired 289 easements in 1994.

**Land and Water Conservation Fund (LWCF)**

The Land and Water Conservation Fund (LWCF) finances the acquisition of non-Federal lands for recreation and conservation purposes. These lands contain critical resource values, such as recreation, threatened and endangered species, cultural resources, wildlife habitat, and wetlands. The BLM and other Federal agencies draw on the LWCF to acquire such lands at fair market value.

The fund is also used to assist States in the planning, acquisition, and development of outdoor recreation opportunities. Funds for the LWCF are derived from motorboat fuel taxes, proceeds from the sale of surplus Federal property, and a portion of the receipts from offshore oil and gas leasing.

**Withdrawals**

Under the Federal Land Policy and Management Act of 1976 (FLPMA), the Secretary has authority to withdraw public lands to protect resource values or to transfer these lands from one Federal agency to another. The law also authorizes these withdrawn lands to be restored to their previous multiple-use status.

In FY 1994, the Secretary approved 30 withdrawals involving 829,903 acres of land. Forty-five withdrawals were revoked, resulting in the return of 538,234 acres to the BLM's administration.

**Alaska Lands Program**

The Alaska Statehood Act, the Alaska Native Claims Settlement Act and other legislation mandate the conveyance of selected Federal lands to either the State of Alaska or Alaska Native corporations. In 1994, the BLM conveyed 686,903 acres to the State and 933,710 acres to Alaska Native corporations. The Bureau also issued 440 certificates of allotment to individual Alaska Natives under provisions of the 1906 Native Allotment Act, which allows individuals to receive 160-acre parcels. To date, the BLM has issued 6,890 certificates.

## WILDERNESS

The BLM is one of four Federal agencies mandated by Congress to manage wilderness, defined by the Wilderness Act of 1964 as natural places where human influence is essentially unnoticeable and which offer "outstanding opportunities for solitude or primitive and unconfined recreation." The other wilderness-management agencies are the Forest Service, the National Park Service and the U.S. Fish and Wildlife Service.

In October 1991, the Secretary of the Interior recommended to the President that 9,761,490 acres of BLM public lands in 11 Western States be added to the National Wilderness Preservation System. He also recommended that 16,810,994 acres be released for uses other than wilderness.

The recommendation came after 15 years of study by the BLM. During that time, the BLM completed more than 90 separate studies and Environmental Impact Statements to determine the wilderness potential of 860 Wilderness Study Areas (WSAs) encompassing more than 28 million acres. The agency finished all of the studies within the deadline set by Congress.

Once it completed the studies, the BLM shifted its focus from wilderness study to management of the WSAs and designated Wilderness Areas. Until Congress either designates the WSAs as wilderness or releases them for multiple use, the BLM is required to administer them under an Interim Management Policy that will preserve their wilderness characteristics.

### Management of Wilderness and Wilderness Study Areas (WSAs)

The BLM manages 66 congressionally designated Wilderness Areas covering about 1.6 million acres of public lands in nine States. The agency also manages 773 WSAs that encompass 26.6 million acres of public lands in 12 States. Until Congress passes wilderness-designation legislation that affects specific Wilderness Study Areas, the BLM must protect the wilderness characteristics of each WSA. To accomplish that, the Bureau has developed and follows interim management policies and guidelines for WSAs. The BLM also monitors WSAs regularly to ensure that it is maintaining their wilderness suitability. By law, the BLM allows more activities in WSAs than in designated Wilderness Areas, but prohibits activities that would jeopardize a WSA's wilderness suitability.

### Partnerships

The BLM has formed partnerships with such organizations as the Boy Scouts and the Sierra Club to assist with its management of WSAs. Projects include fencing, trail maintenance, installation of wildlife water developments, and trash removal.

## CULTURAL HERITAGE

The BLM protects, enhances, and interprets cultural and paleontological resources on the public lands. These resources provide a dramatic record of life in North America from the distant to the recent past.

The remnants, artifacts and fossils found on BLM-managed lands constitute America's largest and most scientifically important body of cultural and paleontological resources. Among the four million to five million archaeological, historic, and paleontological properties on the public lands are:

• The ruins of the cabin of Esther Morris, the first Justice of the Peace in South Pass City, Wyoming, and the first woman appointed to public office in the nation;

• The signature of William Clark, penned on a Montana cliff wall while exploring the West in the early 1800's;

• Evidence from Arctic Alaska of a 12,000-year-old Paleoindian occupation of Beringia, the region adjacent to the Bering Strait;

• The Presidio of Santa Cruz de Terrenate, a fort in southeastern Arizona used by the Spanish at the time of the American Revolution;

• Defensive pueblo-like structures atop New Mexico mesas that the Navajos used for protection in the early 18th century;

• And from New Mexico, a skull from the Cretaceous period of a duck-billed dinosaur species called Naashoibitosaurus.

### Cultural Resource Management

Prior to approving proposed projects on any cultural sites listed on or eligible for listing on the National Register of Historic Places, the BLM must consider project impacts, as required by Section 106 of the National Historic Preservation Act. In 1994, the BLM's cultural resource program staff, consisting of about 175 cultural specialists, reviewed more than 7,300 land-use applications for their potential effect on cultural properties.

In addition, program staffers issued and administered some 475 cultural resource use permits for survey, recordation, testing, or excavation on 400,000 acres of public lands. Those working under these permits discovered more than 6,200 new cultural properties and excavated or undertook data recovery work on more than 275 sites.

In 1994, the BLM's cultural resources program spent about one-fifth of its operating budget on managing and protecting more than 10,000 significant cultural, historical, and archaeological properties on the public lands. These include more than 3,250 landmarks and World Heritage properties. Management and protection activities include patrolling, monitoring, conducting aerial surveillance, putting up fences, and installing interpretive and protective signing.

The BLM also carried out and improved its management of some 24 million objects of museum property for which the Bureau has administrative responsibility. (Three-quarters of these objects are housed in more than 220 non-Federal repositories, with the remainder held in BLM facilities.)

To augment its professional expertise, the Bureau hired a National Curator in the Washington, D.C., Office and transferred a curator to the agency's Curation Center in Billings, Montana. The BLM also negotiated various agreements with non-Federal repositories and museums holding BLM collections to ensure their proper curation.

The BLM completed a Scope of Collection Statements on how museum property housed in BLM Offices should be managed and how these collections can be used to raise public awareness about the archaeological and paleontological resources located on the public lands.

The Bureau also carried out its responsibilities under the Native American Graves Protection and Repatriation Act. This law requires agencies to locate by 1995 Native American human remains, funerary objects, and other sacred and cultural objects. To facilitate the inventory process associated with this work, the BLM entered into a record number of contracts with non-Federal repositories.

**Heritage Education Program**

In 1994, the BLM continued to implement of Project Archaeology, a program that helps teachers and youth group leaders teach children about the need to conserve cultural resources on the public lands.

Project Archaeology consists of three components: educational materials, teacher training workshops, and teacher support. The key educational tool for the project is "Intrigue of the Past: A Teacher's Activity Guide for Fourth Through Seventh Grades." The BLM has completed supplements for the guide that describe the histories of Utah and Oregon for students in those two States. The Bureau is developing supplements for the remaining States with substantial amounts of BLM-managed land.

The BLM's heritage education staff also continued in 1994 to collaborate with the National Science Teachers Association (NSTA). The staff wrote two articles for NSTA's Science and Children Magazine, which reaches about 60,000 elementary and secondary teachers. The articles -- one on a 12,000-year-old Paleoindian Mesa Site in Arctic Alaska and another on ecosystem management -- bring to five the number that the BLM has contributed to the magazine.

**Adventures In The Past**

In 1994, the BLM began to implement a wide variety of "Trails West" events as part of the agency's multi-year Adventures In The Past initiative. The initiative commemorates the settlement of North America and the means and routes of transportation used to bring about that settlement.

In Arizona, the BLM convened a three-District planning team to discuss goals for managing the Butterfield Stage Route. In Idaho, the BLM and several of its partners -- including city governments and Idaho Power and Light -- are working on a series of land exchanges through which the BLM will acquire some key Oregon Trail segments.

In Oregon, the BLM's National Historic Oregon Trail Interpretive Center at Flagstaff Hill developed an internship agreement with Trail Tenders, the Center's Volunteer Association, and Eastern Oregon State College. Under the agreement, students will learn interpretive skills, earn college credits, and support the Center's Living History and other interpretive programs.

The Center worked with Dr. Darrell Milner, Chair of Portland State University's African American Studies Department, who gave public lectures on the black experience during the Western migration. The Center also worked with a Buffalo Soldier living history group from Portland to depict ethnic and cultural diversity along the Oregon Trail.

The BLM in New Mexico focused its Trails West efforts on the El Camino Real, the trail first blazed by Juan de Onate in 1598. This trail, which stretched more than 1,800 miles, went from Mexico City to Santa Fe. In Wyoming, the BLM negotiated an interagency agreement with the National Park Service and the U.S. Fish and Wildlife Service that relates to the management of historic trails. The BLM's Eastern States Office sponsored a Trails West "living history" event, presented to the Outdoor Writers Association of America, that dealt with the General Land Office's survey that opened the public lands.

In Utah, the BLM co-sponsored the annual Oregon-California Trails Association meeting, which was held in Salt Lake City. The Bureau also conducted an archaeology field workshop while dedicating a Back Country Byway along portions of the Transcontinental Railroad grade.

The Washington Headquarters Office produced a Trails West prototype document for field offices to use in getting local and regional businesses to support Trails West projects. The Washington Office also worked with the El Camino Real Study Project in arranging for a trail exhibit to come to the Washington, D.C., area. The exhibit was displayed in the corridors of the Department of the Interior's main building.

**Paleontology**

The public lands administered by the BLM constitute America's largest outdoor laboratory and classroom for the study of paleontology. Many of the most scientifically important and best-known fossils, especially the vertebrate fossils of such dinosaurs as Apatosaurus, Stegosaurus, and Allosaurus, were discovered on BLM-managed lands.

In FY 1994, the BLM held its first paleontology training course for employees, which was co-sponsored by the Bureau, the New Mexico Museum of Natural History, and the Forest Service. Also, the BLM issued new policies and procedures for managing paleontological resources and continued its cooperation with the professional community.

In New Mexico, the BLM and the New Mexico Museum of Natural History have uncovered the remains of what may be the oldest known alligator and Ceratopsian (horned) dinosaur. These specimens date from the late Cretaceous period, or about 65 million years ago. In Oregon, the BLM and the Oregon Museum of Science and Industry promoted the Young Scholars Program, which educates students in paleontological method and theory.

The BLM carried out numerous other paleontological projects in other States in 1994, including Utah, where the Bureau is working with the Utah Valley State College and the Museum of the Rockies to develop history studies on dinosaur bones from the Cleveland-Lloyd Quarry.

### Partnerships and Volunteers

In 1994, the BLM's cultural heritage program had more than 100 challenge cost share/cooperative management agreements with universities; various Federal, State, and local agencies; museums; private organizations; and professional societies. These arrangements, which expanded the BLM's management capabilities in many areas, generated $2.85 million in matching money, equipment, materials, and staff time on an initial BLM investment of about $790,000. That amounts to a better than 3 to 1 return on each BLM dollar.

In addition, volunteers in 1994 donated 135,000 hours of time to the BLM's cultural heritage program in FY 1994 -- a contribution of work that is the equivalent of about $1.9 million.

## ENERGY AND MINERAL RESOURCES

The BLM regulates and manages the exploration, development, and extraction of minerals and energy resources on more than 570 million acres of Federal and Native American land. The agency coordinates its management with other Federal agencies, State and local governments, industry groups, and conservation organizations. In 1994, total receipts from BLM-managed energy and minerals operations exceeded $1 billion. Much of this money is returned to State and local governments.

### Oil and Gas

The BLM's oil and gas leasing program accounts for about four percent of America's oil production and five percent of the nation's gas production. The Bureau holds competitive lease sales to offer oil and gas parcels to the public through oral auctions. Parcels that are not sold at these auctions are then available for a two-year period for noncompetitive leasing. In 1994, the BLM conducted competitive lease sales involving 7,500 parcels covering 7.5 million acres; 2,900 parcels covering about 1.7 million acres received bids at the oral auctions. Bonus bids totaled $41.4 million.

Following the competitive sales, the BLM offered parcels covering about 5.6 million acres available for noncompetitive leasing. As of September 30, 1994, there were 49,000 oil and gas leases in effect, covering about 38 million acres.

As of the same date, there were about 24,000 producing leases with 56,000 producing wells on lands under BLM supervision. Of these leases, 4,200 were located on Native American lands. Together, the leases produced about 142 million barrels of oil and some 1.7 trillion cubic feet of gas in FY 1992. Federal leases generated about $600 million in royalties during FY 1994. Fifty percent (or in the case of Alaska, 90 percent) of this money was returned to each State where the production occurred. The Minerals Management Service also distributes royalties to American Indian Tribes and individuals.

In 1994, the BLM continued its efforts to identify all wells that are potentially draining Federal and Native American resources. During the year, the Bureau reduced the drainage backlog from some 7,300 cases to about 5,000 cases.

## Inspection and Enforcement

In 1994, the BLM performed 56,819 inspection activities that resulted in the issuance of 7,595 notices of incidents of noncompliance. The Bureau levied assessments and penalties totaling $217,055.

## Geothermal Energy

The BLM issues leases and regulates the exploration and development of geothermal energy on the public lands. California is the world leader in geothermal energy production and BLM-managed public lands contribute to that production. California, whose geothermal fields meet the energy needs of two and half million people, accounts for 91 percent of the total Federal production.

In 1994, the BLM issued two competitive leases covering 571 acres and five noncompetitive leases covering 19,000 acres. Federal land geothermal production generated more than 1,000 megawatts of power in FY 1993. Geothermal leases and associated operations generated about $19 million in bonus, rent, and royalty payments to the Federal government. At the end of FY 1994, a total of 400 leases were in effect, covering 680,000 acres.

## Coal

Almost two billion tons of coal have been produced from Federal lands in the 71 years since the Mineral Leasing Act was enacted. The market value of this coal is nearly $25 billion, on which royalties exceeding $1.4 billion have been paid to the U.S. Treasury. Since 1920, more than 482 million tons of coal have been produced from Native American lands. That coal was valued at more than $5.2 billion and generated more than $384 million in revenue for American Indian tribes and allottees.

The BLM, as the center of the Department of the Interior's Federal coal program, ensures coordination with State and local governments, industry, conservation groups, and other parties interested in the management of Federal coal. About 60 percent of the total Western reserves of coal are found on Federal land, mainly in six Western States: Colorado, Montana, New Mexico, North Dakota, Utah, and Wyoming. At the end of 1994, there were 13.63 billion tons of recoverable reserves on 431 Federal coal leases covering 630,340 acres. The 431 Federal coal leases produced 287 million tons, constituting more than 25 percent of America's total production. During FY 1994, the Department collected $287 million in Federal coal royalty revenues. Coal production on Indian lands totaled about 40 million tons, generating royalties of more than $64 million.

The BLM administers 39 approved logical mining units (LMUs), which are designated areas from which coal can be developed as a unit and as part of a single mining operation. LMUs may consist of only Federal leases or of Federal leases and non-Federal land (or Native American land). An LMU, which is composed of contiguous lands, cannot exceed 25,000 acres. In 1994, the BLM approved three LMUs and worked on processing another 10 LMU applications.

Through its solid Minerals Assistance Teams, the BLM implements its national inspection, enforcement, and production verification guidelines for coal and other solid minerals.

### Solid Non-energy Leasable Minerals

The BLM supervises activities of lessees and permittees who explore for, develop, and produce non-coal solid leasable minerals on Federal and Indian lands. More than 87 percent of the acreage and nearly 80 percent of the leases for solid non-energy leasable minerals on Federal lands involve potassium, sodium, and phosphate. At the end of FY 1994, there were 535 Federal leases comprising about 590,000 acres and 95 public prospecting permits covering about 90,000 acres. There were also 16 preference right lease applications covering 28,000 acres. The combined production of solid non-energy leasable mineral commodities from Federal and Native American lands was valued at more than $750 million. More than $30 million in royalty revenues were collected from Federal lands.

### Mineral Materials

Mineral materials are salable minerals -- such as sand, gravel, stone, or clay -- that are generally used in building projects. The BLM disposes of mineral materials either by sale to the general public or by free-use permits to qualified government or non-profit organizations. In FY 1994, about 12 million cubic yards of mineral materials, valued at about $8.8 million, were produced from 2,700 sales and free-use permits.

### Mining Law

In FY 1994, the BLM accepted for recording about 43,000 new mining claims, compared to 40,000 during the previous year. The Bureau issued seven patents conveying title to lode, placer, and millsite claims that covered 1,793 acres.

Congress passed legislation in 1993 that requires payment of a $100 per claim annual maintenance fee through 1998; it also requires a $25 location fee whenever a new claim is filed. Claimants, except for those holding 10 or fewer claims and meeting certain conditions, were required to pay a $100 fee for 1993 and 1994 ($200 total) in lieu of performing assessment work. As a result, the number of active claims fell from 760,000 in March 1993 to some 300,000 claims by September 1993. At the end of 1994, there were about 330,000 claims.

## FIRE AND LAW ENFORCEMENT

The BLM and other Federal agencies carry out wildland fire and aviation services at the National Interagency Fire Center (NIFC) in Boise, Idaho, which was established in 1965. At NIFC, the leading Federal resource management agencies work together to respond to wildfires and other emergencies in an effective and efficient manner. Besides the BLM, those agencies are the Forest Service, the Bureau of Indian Affairs, the National Park Service, and the U.S. Fish and Wildlife Service. This interagency effort also includes the support of the National Weather Service. The Office of Aircraft Services, a separate agency in the Department of the Interior, is also based at NIFC.

## Fire Planning

Since the presence or absence of wildland fire has a major impact on ecosystem health, the BLM takes fire into account in developing land management plans. These plans define land management objectives, which in turn guide fire-use and fire-protection activities. The size of the BLM's fire program (people, equipment, and facilities) is determined by District Fire Management Activity Plans, which identify the most cost-effective way to meet fire management objectives.

## Prescribed Fire

The BLM uses fire under prescribed conditions to help achieve land management objectives for biological diversity, resource management, and hazard reduction. Given the vital role that fire plays in nature, the BLM and other Federal agencies are increasingly using prescribed fire, whether naturally or intentionally ignited, as a management tool. Because ecosystems and fire seldom follow administrative boundaries, the BLM is working with its various partners at the local level to use prescribed fire.

In 1994, the Bureau carried out 352 prescribed fire projects on 46,492 acres. This compares with an annual average of 616 projects and 66,366 acres over the past 10 years.

## Wildfire Prevention and Fire Education

The Bureau's wildfire prevention and fire education program seeks to: reduce the size and severity of natural and human-caused wildfires; reduce the frequency of human-caused fires; reduce fire-suppression costs and resource losses; and maximize fire education opportunities through outreach. The BLM's fire education message focuses on fire ecology, prescribed wildland fire, and fire suppression.

## Wildland/Urban Interface

In recent years, America has experienced a major population shift from urban to rural living. Vast areas of the nation now contain high-value properties intermingled with highly flammable native vegetation. This situation has seriously complicated the challenges facing Federal land-management agencies, particularly since fire-protection and fire-suppression responsibilities are divided among Federal, State, and local governments; Indian Tribes; private industry; and homeowners. Several efforts, including the National Wildland/Urban Interface Fire Protection Initiative and the Federal Wildland Fire Policy and Program Review, are underway to address this problem.

## Fire Suppression

The BLM's fire-suppression program responds rapidly with initial attacks that seek to contain fires while they are relatively small, which saves the Bureau time and money. If a fire escapes initial attack, managers decide how next to attack the fire. This decision is based on existing management plans, values at risk, the threat to human life and property, weather conditions, availability of resources, and any other relevant factors.

The Bureau's computerized Initial Attack Management System (IAMS) gives fire managers up-to-date information to help them make good fire-suppression decisions through detection, pre-positioning of forces, and the dispatch of initial attack forces.

Using the concepts of "closest forces" and "total mobility," the Federal Government sends the closest qualified resources, regardless of agency affiliation, to an incident.

## Interagency Coordination

No single Federal or State fire-suppression organization can handle an entire fire workload. Accordingly, the BLM maintains cooperative agreements with national, State, and local agencies to achieve maximum efficiency and effectiveness. These agreements allot suppression workloads and minimize interagency billings.

The BLM participates on two standing committees that promote interagency fire coordination: the National Wildfire Coordinating Group and the Interior Fire Coordination Committee. This interagency coordination promotes the efficient use of all fire-suppression resources within designated areas of influence, regardless of agency affiliation. Coordination at the local level involves national forests, BLM Districts, national parks, refuges, and BIA agencies. Also, 11 interagency Geographic Coordination Centers disseminate geographic information that encompasses the entire United States.

## Aviation Management

The Bureau's aviation program operates airplanes and helicopters in support of the agency's mission, which includes protecting life, property, and resources on or near the public lands. The program also supports numerous field operations, such as fire suppression, animal census, wild horse and burro roundups, habitat management, range survey, cadastral survey, law enforcement, forest management, photographic mapping, and search and rescue.

Over the past 10 years, the aviation program averaged 28,529 hours of flying time each year. About four percent of those hours were flown by BLM fleet aircraft; the remainder were flown by private operators under contract or rental agreement. During that 10-year period, the BLM's expenditures averaged $21.5 million per year in aircraft costs and surcharges.

## The 1994 Fire Season

The mild winter of 1993-1994 and a dry spring in much of the West set the stage for a demanding fire season. Agencies throughout the United States reported a total of 79,107 wildland fires and 4,073,579 acres burned. Of those figures, 3,314 fires occurred and 682,543 acres burned on BLM-managed lands. Federal agencies spent a record $924,262,000 on fire suppression, with the BLM accounting for $98,417,000 of that amount.

While the total fires and acres burned did not break any records, the 1994 fire season was the most demanding on record in terms of length and scope. Major fire activity occurred in all areas of the West from the end of May through September. Thirty-four firefighters and support personnel died in the line of duty in 1994, second only to the year 1910 in the number of lives lost in fire- suppression efforts. In addition, wildland fires destroyed 322 structures in 1994.

In July 1994, the National Interagency Coordination Center requested military support for firefighting operations. From July 31 to September 14, seven battalions (two Marine and five Army) plus 4,846 support personnel assisted in fighting fires in Washington, Idaho, and Montana.

In addition, the military provided 33 helicopters and one fixed-wing support aircraft. Eight national Guard C-130 aircraft equipped with Modular Airborne Firefighting Systems flew 1,897 missions and dropped a record 5,036,900 gallons of retardant on fires in six States.

Fire activity began to decline in October, and by the middle of that month the demand for resources had nearly slowed to a stop. The next month, fires burned in Kentucky, Tennessee, and Georgia, but by Thanksgiving, colder weather had brought fire activity to an end.

As a result of issues prompted by the 1994 fire season, the BLM and other Federal agencies undertook reviews and actions that included an investigation of the July 6 South Canyon (Colorado) fire tragedy, which took the lives of 14 Federal firefighters. The investigation was followed by a report by an Interagency Management Review Team, which made recommendations that will result in a safer, more effective, and more efficient Federal wildland fire management program.

**Law Enforcement**

The BLM employs 225 law enforcement officers -- consisting of 165 law enforcement rangers and 60 special agents -- who enforce laws and regulations; protect resources; protect employees and visitors; and investigate criminal activity occurring on the public lands. The Bureau, which has one uniformed law enforcement ranger for every 1.6 million acres of public lands, enforces such laws as the Archaeological Resources Protection Act, the Wild Horse and Burro Protection Act, the Federal Land Policy and Management Act, the Wild and Scenic Rivers Act, and other Federal laws relating to the use and occupancy of public lands.

BLM law enforcement rangers issue an average of over 4,000 citations per year for various illegal actions, such as firearms violations, illegal taking of wildlife, theft of firewood and forest products, and the dumping of trash.

Among other things in 1994, BLM special agents investigated violations of the Archaeological Resources Protection Act in which 40 bows, valued at $50,000, were purchased and illegally removed from an Indian Reservation. The suspects in the case were later indicted by a Federal grand jury.

A BLM investigation stemming from the dumping of hazardous material resulted in a painting contractor pleading guilty to one count of violating the Resource Conservation and Recovery Act. The defendant is facing a five-year maximum sentence and potential fines and restitution for clean-up work that cost $30,000. Also, as a result of an extensive investigation by the BLM, an Oregon man was convicted of three counts of theft of government property (timber) and two counts of destruction of resources. The man stole 2,400 trees valued at $184,000.

BLM law enforcement rangers and special agents also participated in task forces with other Federal, State, and local law enforcement agencies to carry out numerous complex investigations. These investigative efforts resulted in a number of indictments and convictions for theft of archaeological artifacts, dumping of hazardous materials, and theft of government property.

For example, BLM special agents provided information and assistance to the National Park Service, U.S. Park Police and the FBI that led to the arrest and indictment of illegal artifact traffickers in Virginia. Several suspects pled guilty to felony violations in connection with $25,000 worth of artifacts illegally removed from Park Service lands. BLM special agents and rangers also cooperated with other law enforcement agencies in efforts to eradicate marijuana cultivation and illicit drug manufacturing activities on public lands. These operations resulted in the arrest of 149 suspects, the seizure of 10,300 marijuana plants, and the seizure of 17,842 pounds of processed marijuana valued at more than $56 million.

## CADASTRAL SURVEY

BLM cadastral surveyors establish the legal boundaries on land owned by the United States. The Bureau provides reimbursable survey services to other Federal agencies, as well as to State and local governments, and it coordinates these services through the Interagency Cadastral Coordination Council.

Cadastral surveyors also produce survey plats and field notes used in the creation of the thematic data layer of land ownership in the BLM's Automated Land and Mineral Record System (ALMRS)/Modernization Project. The Cadastral Survey Division's accomplishments in 1994 were as follows:

**Field Work**

| | |
|---|---|
| Original surveys | 1,174 miles |
| Resurveys | 4,409 miles |
| Special surveys | 1,458 miles |
| Monuments set | 13,210 |

**Office Work**

| | |
|---|---|
| Original surveys | 2,939,545 acres |
| Resurveys | 557,34 acres |
| Special surveys | 55,666 acres |
| Lines surveyed/resurveyed | 9,055 miles |

**Plats Accepted**

| | |
|---|---|
| Field surveys | 934 |
| Supplemental plats | 146 |
| Protraction diagrams approved | 7 |

**Mineral Surveys**

| | |
|---|---|
| Number of surveys | 54 |
| Lode claims | 416 |
| Placer claims | 25 |
| Millsite claims | 19 |

### Reengineering

In FY 1994, the Division of Cadastral Survey began the Cadastral Survey Reengineering Lab of part of the "Reinventing Government" initiative. The lab conducted a survey of Public Land Survey System (PLSS) customers, of whom 425 responded, in an effort to cut red tape and save money in cadastral activities.

### Training

The BLM cadastral surveyors provided training in 1994 to private-sector land surveyors. This training was based on the BLM's Advanced Rectangular Cadastral Survey course, which has been offered to Federal Government surveyors for the past several years.

### Geographic Coordinate Data Base

In 1994, the BLM's Cadastral Survey Division collected digital data for the Public Land Survey System in many of the Western States. In addition, the BLM led the effort to establish a national data standard that will facilitate the sharing of cadastral information in the future.

## ENGINEERING

When the BLM was established in 1946, it inherited its facilities from its parent agencies, the General Land Office and the U.S. Grazing Service. The Bureau also inherited a primitive road system that reflected the miscellaneous needs of ranchers, mining companies, and railroads, along with State and county governments. In the mid-1960's, the Bureau undertook the construction of numerous roads and trails necessary for administering the public lands. Finally, in 1994, the BLM entered a new era with the establishment of a Land Management Highway system that helps State and local governments develop a cohesive transportation network.

Where suitable leasable offices and other facilities are not available, the BLM has constructed its own office buildings, warehouses, shops, and other facilities tailored to the Bureau's resource management responsibilities. Each year, the BLM maintains 150 office buildings; more than 1,000 other BLM-owned buildings and their associated water and sewer systems; some 800 developed family unit recreation sites; 5,000 undeveloped (non-water) sites; about 20,000 miles of roads; 1,500 miles of trails; and 50 bridges.

In FY 1994, the BLM continued its work on the Las Vegas Interagency Federal Office Complex, the Yaquina Head (Oregon) Visitor Center, Quail Hill Road in Arizona, and numerous other projects. The Bureau also completed major road, recreation site and building repair work.

## HAZARDOUS MATERIALS MANAGEMENT

The BLM works to ensure public health and safety and to protect the environment from the effects of hazardous materials on the public lands. The Hazardous Materials Management program contains four major components, which are: (1) to prevent the generation or acquisition of pollutants on Interior Department-managed lands; (2) to reduce the amounts of waste where such generation cannot be avoided; (3) to protect, through effective management of hazardous wastes, all those who use or work at BLM-managed facilities and lands; and (4) to respond rapidly to hazardous releases at BLM facilities, to clean up public land sites whose polluters cannot be found, and to ensure the restoration of natural resources damaged by such contamination.

The BLM is attempting to prevent or minimize future liabilities resulting from hazardous materials through stipulations in its land-use authorizations and controls on chemical use. Wherever possible, the Bureau requires polluters to implement remediation efforts.

During FY 1994, the BLM worked on two National Priority List (Superfund) sites and several other large sites. Overall, the Bureau responded to emergencies at more than 100 sites. The BLM, which conducts environmental audits at buildings, warehouses, yards, and campgrounds, incorporates waste management and pollution prevention concepts into all its activities. Many BLM State Offices have trained their facility managers with the assistance of the Bureau's National Training Center.

## ADMINISTRATIVE SERVICES

The BLM's property management staff assists line managers to track, use, maintain, and dispose of property. This includes more than 120 thousand line items of personal property worth some $280 million; 1,300 BLM-owned vehicles; 2,500 vehicles assigned by the General Services Administration (GSA); two million square feet of office space; and 200 quarter units for employee occupancy. During 1994, the BLM achieved direct savings of about $5 million through trade-in or exchange sales and another $10.5 million through the procurement of usable personal property from available or excess sources.

The Bureau spent $179.1 million for goods and services in 1994, which included 1,937 contract actions worth $122.3 million for goods and services and 85,508 small-purchase actions totaling $56.7 million.

The BLM is using purchase cards, as authorized by GSA, in order to save money. In 1994, the Bureau issued 1,700 purchase cards to employees that resulted in 50,456 transactions worth $10.8 million. This method of purchase reduces paperwork, permits over-the counter transactions and guarantees vendors faster payments. Because of the card's efficiency, the National Performance Review (Reinventing Government) team has recommended that more employees use it for purchasing items.

The BLM met the Interior Department's FY 1994 minority-related procurement goals through the Business and Economic Development Program. The agency awarded nearly 12 percent of its contracts to minority businesses and nearly five percent to women-owned businesses.

By using Government Printing Office printing contracts, the BLM's printing program saved time and money in 1994 while maintaining a high quality of production.

## PERSONNEL MANAGEMENT

At the end of 1994, the BLM employed 9,619 permanent employees -- a decline of 457 employees from FY 1993. These employees range from petroleum engineers to range conservationists, and from archaeologists to computer specialists.

The Bureau's Personnel Management Office oversees the recruitment, placement and promotion of employees; position classification; pay administration; employee relations; labor-management relations; employee benefits; security management; employee recognition; and performance management.

The personnel management program, which is directed by the Washington, D.C., Office, is administered through 15 Servicing Personnel Offices in the BLM's State Offices, the Service Center in Denver, the National Interagency Fire Center in Boise and the Washington Headquarters. The BLM is working to streamline and simplify personnel management through a variety of proposed administrative changes, such as standardizing position descriptions and performance elements and ratings. The Bureau is also developing new techniques relating to alternative dispute resolution and workers' compensation.

The BLM emphasizes the Resource Apprenticeship Program for Students (RAPS), which supports President Clinton's proposal that business, labor, and education leaders develop a national apprenticeship-style system for American youth. The Bureau has taken the lead on RAPS by working with Federal, State, and private agencies.

### Training and Employee Development

To identify and develop a reserve of technical expertise and potential leaders, the BLM offers training to employees throughout their careers.

The Bureau promotes leadership skills through a variety of programs, including the Senior Executive Service Candidate Development Program and the Women's Executive Leadership Program. The BLM also offers training for firefighters, law enforcement agents, and resource professionals. On-the-job training is supplemented by professional courses at the National Training Center in Phoenix, Arizona, and the National Interagency Fire Center in Boise, Idaho.

The BLM expanded training opportunities in 1994 through its partnerships with Historically Black Colleges and Universities and the Hispanic Association of Colleges and Universities, as well as with other colleges and universities.

### Volunteers

In 1994, more than 19,000 volunteers contributed more than 1.3 million hours of volunteer time valued at some $15 million. This contribution equals the work of 675 full-time employees.

## EQUAL EMPLOYMENT OPPORTUNITY

One of the BLM's top five goals, as set forth in its 1994 "Blueprint for the Future," is to recruit and retain a qualified and diversified workforce. Accordingly, the Bureau's Equal Employment Opportunity program undertook outreach efforts aimed at attracting young people to natural resources management and the agricultural disciplines. The BLM carried these efforts out through its partnerships with Historically Black Colleges and Universities (HBCU), the Hispanic Association of Colleges and Universities (HACU), and Native American Colleges and Universities (NACU).

The BLM is working with the Minerals Management Service and the Office of Surface Mining in sponsoring diversity training. The Bureau is examining ways to integrate such training into all core courses and to provide this training to all employees.

Among other efforts in 1994 to promote equal opportunity, the BLM:

- Signed its sixth HBCU Memorandum of Understanding with Howard University.
- Selected five employees for Intergovernmental Personnel Assignments at the six HBCU's with which the BLM has signed MOUs. The overall goal is to enhance the employment of African Americans in the Bureau within the next five years.
- Signed an MOU with eight National Hispanic organizations known as the Hispanic Coalition.
- Developed and piloted a model HACU partnership in the New Mexico State Office with New Mexico State University.
- Produced a video with HACU.
- Contributed $41,3000 to the Minorities in Forestry and Natural Resources (MINFORS 3) Conference. Twenty-two BLM professionals attended and assisted with the conference.
- Served as the lead agency in initiating a Commencement 2000 pilot program in Denver, Colorado. The BLM has allocated $75,000 for the first year, with other participating Federal agencies also each contributing $75,000.
- Supported employees attending the 1994 National IMAGE Conference and conducted a preconference workshop for Hispanic Program Managers.
- Supported employees attending the American Indian Higher Education Conference.
- Participated in advertising the "Winds Of Change" publication, which is produced by Native Americans and focuses on issues of interest to American Indians.
- Initiated a dialogue about entering into an MOU with the NAACP and other African American organizations.
- Supported employees attending the Organization of Chinese Americans Conference and the Japanese American Conference.
- Supported employees attending the Disabilities Conference in Atlanta, Georgia.
- Developed RAPS program guidance for dissemination throughout the Bureau.

## FINANCIAL MANAGEMENT

The BLM's Division of Financial Management, based in Washington, D.C., and its operating counterpart at the Denver Service Center provide accounting and financial management services. This Division helps BLM managers assess the financial impact of their decisions.

The Division also provides accounting services for annual permanent appropriations that go to State and local governments in which Federal land resources are located. These appropriations consist of Payments-in-Lieu-of-Taxes (PILT) and shared revenues from the sale, leasing, and disposition of resource commodities. The BLM also collects Federal revenues from the use of resources on the public lands.

## Federal Financial System

The Federal Financial System (FFS) is part of a Governmentwide effort to improve and standardize financial systems, operations, and information throughout Federal agencies. The BLM, which implemented FFS in 1990, concentrated in 1994 on improving reporting capabilities and adjusting the system for non-standard reports.

## Financial Report and Statements

In 1994, the BLM prepared a financial report and statements, as required by the Chief Financial Officers Act.

## Revenues and Receipts

In FY 1994, the BLM collected gross receipts of $146 million, of which $124 million -- or 86 percent -- was transferred to the United States Treasury or other Federal agencies. The money transferred consisted primarily of public land receipts, such as the sales of timber, which are not available for use by the BLM in conducting its operations and are thus not considered a financing source for BLM programs. These receipts are distributed in accordance with the statutes authorizing their collection, including receipts distributed to State and local governments. The amounts retained are generally available to the BLM for funding its operations. The following table compares Fiscal Year 1994 and the Fiscal Year 1993 gross receipts.

**Receipts ($ 000's)**

| | FY 1994 | FY 1993 |
|---|---|---|
| Gross Receipts | $146,075 | $252,886 |
| Receipts Transferred | $124,912 | $231,677 |
| Receipts Retained | $21,163 | $21,209 |

For FY 1994, the operating expenses of the BLM were financed principally through appropriations of $965 million, revenues earned from the providing of goods and services ($29.1 million), and donations to BLM trust funds ($9.3 million). The following table compares the FY 1994 and FY 1993 Principal Financing Sources.

**Principal Financing Sources ($ 000's)**

| | FY 1994 | FY 1993 | Change |
|---|---|---|---|
| Appropriations | $964,714 | $920,313 | $44,401 |
| Sales to the Public | $1,188 | $1,965 | $777 |
| Sales to other Agencies | $28,055 | $38,597 | $10,542 |
| Donations | $9,297 | $8,867 | $430 |

The Combined Comparative Statement of Operations and Changes in Net Position provides additional information on the financing and operating expenses of the BLM.

**Governmentwide Accounting Principles**

The Vice-President's Report on Creating a Government That Works Better and Costs Less (National Performance Review) called for the rapid completion of Federal Accounting Standards. The BLM worked on this throughout 1994, providing support and recommendations to the Federal Accounting Standards Advisory Board. As the agency managing the most Federal land, the BLM has played a key leadership role in developing an appropriate standard for valuing and reporting on public lands and related property assets.

**Payments-in-Lieu-of-Taxes (PILT)**

Units of local government in the Western States are the principal beneficiaries of the Payments-in-Lieu-of-Taxes (PILT) Act. The PILT program provides Federal payments to those areas where public and other entitlement lands are held in Federal ownership and, therefore, are exempt from local property taxes. Serving as a supplement to revenue-sharing funds, payments-in-lieu-of-taxes are made directly to units of local government and may be used for any governmental purpose. Since its inception in 1977, the PILT program has distributed more than $1 billion to local governments; $104 million of that amount was paid in FY 1994.

## PERFORMANCE STANDARDS

The BLM undertook an initiative in FY 1994 to assess the Bureau's efficiency and effectiveness in meeting its mandates, including the requirements of the Chief Financial Officers Act (CFOA) and the Government Performance Results Act. Accordingly, the Bureau established a team in 1994 to develop, with public input, a set of performance measures.

## APPROPRIATIONS AND EXPENDITURES

BLM programs are funded through six major operating appropriations, several minor permanent and trust appropriations, and reimbursements from other Federal agencies for work performed on their behalf. In addition, the BLM's budget includes one annual appropriation and numerous permanent appropriations that provide funds to State and local governments in which Federal land and resources are located. These funds are in the form of Payments-in-Lieu-of-Taxes or as shared revenues from the sale, leasing, and disposition of resource commodities.

# SUPPLEMENTAL INFORMATION

## NATURAL RESOURCES AND FACILITIES ON BLM-MANAGED LANDS *at a glance*

The BLM's mission is to protect and maintain the health and productivity of the public lands so that current and future generations of Americans can use and enjoy them. Below are some of the diverse resources and facilities that can be found on the 270 million acres of surface land managed by the BLM.

- 33 National Wild and Scenic Rivers of 2,000 miles in five States
- Nine Historic Trails of 2,500 miles
- Two National Scenic Trails of 500 miles
- 68 National Wilderness Areas of 1.7 million acres
- 743 Wilderness Study Areas of 23 million acres
- Eight National Conservation Areas of 14 million acres
- Santa Rosa Mountains, California, National Scenic Area of 65,000 acres
- Yaquina Head, Oregon, National Outstanding Natural Area of 80 acres
- 22 cultural sites designated as National Historic Landmarks
- 228 cultural sites listed on the National Register of Historic Places
- Five cultural sites designated as World Heritage properties
- 43 National Natural Landmarks of 600,000 acres
- 2,381 day-use and 16,698 family camp units on 50,000 acres
- 908 developed and 3,047 undeveloped recreation sites
- 355 special and 161 extensive recreation management areas
- 56 visitor centers
- 21 concessions
- Eight long-term visitor areas
- 300 Watchable Wildlife viewing sites
- 63 national Back Country Byways of 3,000 in 11 States
- 65,000 miles of roads suitable for highway vehicles and thousands of miles of back country access
- 90.8 million acres open to Off-Highway Vehicle use
- 54.4 million acres open to limited Off-Highway Vehicle use
- 4.1 million acre of lakes and reservoirs
- 23.1 million acres of riparian wetlands
- 170,000 of fishable streams
- 183,000 miles of riparian streams
- 95,000 miles of floatable rivers along 746 river segments
- 533 boating access points
- 21 National Recreation Trails of 350 miles
- 787 hiking trails of 6,000 miles
- 5,300 miles of 617 equestrian trails
- 19,000 miles of motorized vehicle trails
- 897 recorded caves and cave systems
- 48 million acres of forest land annually producing 1.4 billion board feet
- 3,000 species of wildlife

- One out of every five big game animals
- 96 percent of all wild horses and burros roaming the West
- 525 designated Areas of Critical Environmental Concern of 8.7 million acres
- 1.4 billion barrels of proven oil reserves
- 80 percent of the Nation's oil shale
- 35 percent of the Nation's uranium reserves
- Significant deposits of aluminum, antimony, beryllium, bismuth, cadmium, chromium, cobalt, copper, fluorspar, metals, silver, tungsten, and vanadium
- 12.5 trillion cubic feet of proven natural gas reserves

**BLM NATIONAL AND STATE OFFICES**

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**Eastern States:** 7450 Boston Blvd., Springfield, VA 22153
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**Wyoming:** 5353 Yellowstone Road, P.O. Box 1828, Cheyenne, WY 82009
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**National Applied Resource Sciences Center:** RS-100, Denver Federal Center, Bldg. 50,
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**National Human Resources Management Center:** HR-200, Denver Federal Center,
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**National Interagency Fire Center (NIFC):** 3833 South Development Avenue,
Boise, ID 83705-5354
(208) 387-5457

**National Training Center (NTC):** 9828 North 31st Avenue, Phoenix, AZ 85051
(602) 906-5500

## GLOSSARY OF KEY ACRONYMS

| | |
|---|---|
| ACEC | Areas of Critical Environmental Concern |
| ALMRS | Automated Land and Mineral Records System |
| AMP | Allotment Management Plan |
| ATV | All-Terrain Vehicle |
| AUM | Animal Unit Month |
| BIA | Bureau of Indian Affairs |
| BLM | Bureau of Land Management |
| CFR | Code of Federal Regulations |
| EIS | Environmental Impact Statement |
| FLPMA | Federal Land Policy and Management Act of 1976 |
| FY | Fiscal Year |
| GSA | General Services Administration |
| LMU | Logical Mining Units |
| LWCF | Land and Water Conservation Fund |
| MMS | Minerals Management Service |
| MOU | Memorandum of Understanding |

| | |
|---|---|
| NIFC | National Interagency Fire Center |
| NTC | National Training Center |
| OHV | Off-Highway Vehicle |
| PILT | Payments-in-Lieu-of-Taxes |
| R&PP | Recreation and Public Purposes Act |
| RAPS | Resource Apprenticeship Program for Students |
| RMP | Resource Management Plan |
| T&E | Threatened and Endangered Species |
| TAPS | Trans-Alaska Pipeline System |
| WSA | Wilderness Study Area |